

THE NINETEEN LOCAL GOVERNMENTS IN CHICAGO

A MULTIPLICITY OF OVERLAPPING TAXING
BODIES WITH MANY ELECTIVE OFFICIALS

WHY THE CHICAGO VOTER IS DAZED



HE IS EXPECTED TO CHOOSE 144 PUBLIC OFFICIALS

CHICAGO'S GREATEST NEEDS ARE THE UNIFICATION
OF ITS LOCAL GOVERNMENTS
AND A SHORT BALLOT

REPORT PREPARED BY THE
CHICAGO BUREAU OF PUBLIC EFFICIENCY

SECOND EDITION
MARCH, 1915

PRIOR PUBLICATIONS.

- 1 Method of Preparing and Administering the Budget of Cook County, Illinois. January, 1911.
- 2 Proposed Purchase of Voting Machines by the Board of Election Commissioners of the City of Chicago. May, 1911. (Out of Print.)
- 3 Street Pavement Laid in the City of Chicago: An Inquiry Into Paving Materials, Methods and Results. June, 1911. (Out of Print.)
- 4 Electrolysis of Water Pipes in the City of Chicago. July, 1911. (Out of Print.)
- 5 Administration of the Office of Recorder of Cook County, Illinois. September, 1911.
- 6 A Plea for Publicity in the Office of County Treasurer. October, 1911. (Out of Print.)
- 7 Repairing Asphalt Pavement: Work Done for the City of Chicago Under Contract of 1911. October, 1911. (Out of Print.)
- 8 The Municipal Court Acts: Two Related Propositions Upon Which the Voters of Chicago Will Be Asked to Pass Judgment at the Election of November 7—Vote No. October 31, 1911. (Out of Print.)
- 9 The Water Works System of the City of Chicago. By Dabney H. Maury. December, 1911.
- 10 Bureau of Streets; Civil Service Commission; and Special Assessment Accounting System of the City of Chicago. December, 1911.
- 11 Administration of the Office of Coroner of Cook County, Illinois. December, 1911.
- 12 Administration of the Office of Sheriff of Cook County, Illinois. December, 1911.
- 13 Administration of the Office of Clerk of the Circuit Court and of the Office of Clerk of the Superior Court of Cook County, Illinois. December, 1911.
- 14 The Judges and the County Fee Offices. December 19, 1911.
- 15 General Summary and Conclusions of Report on the Park Governments of Chicago. December, 1911.
- 16 The Park Governments of Chicago: An Inquiry Into Their Organization and Methods of Administration. December, 1911.
- 17 Offices of the Clerks of the Circuit and Superior Courts: A Supplemental Inquiry Into Their Organization and Methods of Administration. November, 1912.
- 18 Administration of the Office of the Clerk of the County Court of Cook County, Illinois. November, 1912.
- 19 Office of Sheriff of Cook County, Illinois: A Supplemental Inquiry Into Its Organization and Methods of Administration. November, 1912.
- 20 Growing Cost of Elections in Chicago and Cook County. December 30, 1912.
- 21 The Voting Machine Contract. A Protest Against Its Recognition in Any Form by the City Council of the City of Chicago. January 1, 1913.
- 22 The Office of the County Treasurer of Cook County, Illinois. An Inquiry into the Administration of Its Finances with Special Reference to the Question of Interest on Public Funds. November, 1913.
- 23 The Nineteen Local Governments in Chicago. December, 1913.
- 24 The Bond Issues to Be Voted Upon April 7, 1914. March 30, 1914.
- 25 A Second Plea for Publicity in the Office of County Treasurer. July 9, 1914.

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MARCH, 1915

REPORT PREPARED BY THE
CHICAGO BUREAU OF PUBLIC EFFICIENCY
315 PLYMOUTH COURT

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PREFACE TO SECOND EDITION.

An edition of 10,000 copies of the report on THE NINETEEN LOCAL GOVERNMENTS IN CHICAGO was exhausted in less than a year from its date of publication, which was December, 1913. This second edition is printed in order that requests for copies of the publication may be met.

Since the original report was issued the number of governments in Chicago has increased from 19 to 22 and the number of local elective officials has grown from 236 to 251. There have been other changes that call for notice.

The fact that the number of governing bodies and of elective officials is increasing, in face of the public demand for unification and the short ballot, is so startling as to challenge attention. It is evident that the movement for consolidation of governing bodies should be pushed with more vigor. It is gratifying to note that the Forest Preserve Act was put into effect without the creation of a new governing body, the Board of Cook County Commissioners having been made the agency for acquiring outlying wooded areas adapted to park uses. Consolidation of the park governments with the City of Chicago should be brought about without further delay.

In presenting this Second Edition, the Bureau has revised the text to meet existing conditions, but has not redrawn the maps and charts, which are published as originally prepared. In order to show the extent of the changes that have taken place during the past year, the revised matter is bracketed in italics.

A brief statement of the important changes in the local governmental situation is set forth in the following paragraphs.

There are, at the present time, twenty-two distinct gov-

erning agencies in the territory comprising Chicago. The three new agencies are the Ravenswood Manor-Gardens Park Commissioners, the River Park Commissioners, and the Commissioners of the First Park District of the City of Evanston. The first two park districts are located in the town of Jefferson and the third, in the town of Ridgeville. The voting into existence of the two park districts and the annexation of a portion of the third increased the number of park districts from 13 to 16, the number of elective park commissioners from 50 to 65, the total number of park commissioners from 84 to 99, and the number of elective officials which Chicago voters are called upon to choose or help choose, from 368 to 383. The number of local elective officials is now 251 instead of 236. The number of separate taxes to be spread by the County Clerk for the year 1915 will be 369, an increase of three over the year 1913.

Two new departments have been created in the City government—the department of public service and the department of public welfare. Two new departments have also been added to the County government—the department of highways and the department of public welfare.

Instead of seven, there are now eight townships which lie wholly within the City of Chicago, the eighth being the town of Evanston. If account were taken of these eight townships, there would be 30 governing bodies within the City, instead of 22. Twenty-three townships lie wholly outside the City limits. By the annexation of Morgan Park to the City, a portion of the town of Worth now lies within the boundaries of Chicago. A small tract of the City of Evanston (lying in the town of Ridgeville) has been annexed to the City of Chicago, the territory of which now embraces 194.5 square miles.

CHICAGO BUREAU OF PUBLIC EFFICIENCY,

HARRIS S. KEELER,

Director.

March, 1915.

INTRODUCTION.

In the following report on THE NINETEEN LOCAL GOVERNMENTS IN CHICAGO, the Chicago Bureau of Public Efficiency presents in graphic form the governmental situation as it exists today in this community.

The charts of organization of these different local governments are the most important feature of the report. These charts set forth such striking and significant facts that the Bureau considers it advisable to publish them in a form available for general use. To accompany the charts, certain maps and tables have been prepared. The purpose of the text is not to describe in detail the organization of the various governments, but merely to explain that which in the charts is not self-explanatory.

This report is in accord with the general purpose of the Bureau to furnish the public with exact information concerning local governmental conditions and thereby to promote economy and efficiency in the public service. It is hoped that the report may prove of interest and educational value to taxpayers and voters generally, and especially to students in the various schools and institutions of the city and to women voters who, with the grant to them of limited rights of suffrage, are manifesting eagerness to understand the organization and actual workings of government. The facts herein presented should possess a special value, also, for citizens interested in the movement for charter revision on a comprehensive scale.

CHICAGO BUREAU OF PUBLIC EFFICIENCY,
HARRIS S. KEELER,
Director.

December, 1913.

THE NINETEEN LOCAL GOVERNMENTS IN CHICAGO.

[NOW TWENTY-TWO]

A MULTIPLICITY OF OVERLAPPING TAXING BODIES.

Probably no other community in the world presents a more confusing complexity of local government than does the territory comprising the City of Chicago. The structure of the City government proper is fairly simple. But the City is only one of many local governments. There are 19 [now 22] distinct governing agencies in the territory comprising Chicago, most of them absolutely independent of one another. They are:

- City of Chicago
- Board of Education
- Library Board
- Municipal Tuberculosis Sanitarium
- Cook County
- Sanitary District of Chicago
- South Park Commissioners
- West Chicago Park Commissioners
- Lincoln Park Commissioners
- Ridge Avenue Park Commissioners
- North Shore Park Commissioners
- Calumet Park Commissioners
- Fernwood Park Commissioners
- Ridge Park Commissioners
- Irving Park Commissioners
- Northwest Park Commissioners
- Old Portage Park Commissioners
- Edison Park Commissioners
- West Pullman Park Commissioners
- [*Ravenswood Manor-Gardens Park Commissioners*]
- [*River Park Commissioners*]
- [*Commissioners of the First Park District of the City of Evanston.*]

The Board of Education, the Library Board, and the Tuberculosis Sanitarium, while having their separate tax levies, are subject to a degree to control by the Mayor and City Council. All the other bodies named are absolutely independent of one another.

If account were taken of the seven [now *eight*] towns lying wholly within the City of Chicago (Lake View, North Chicago, Jefferson, West Chicago, South Chicago, Hyde Park, Lake, and *Evanston*), which still have legal existence, the number of governing bodies for the territory comprising the City would be 26 [now 30] instead of 19 [now 22]. These old town governments serve no important purpose. They no longer have separately elected officials. The perfunctory legal duties which their continued existence necessitates are performed by the County Clerk and County Treasurer, who act as *ex-officio* town officers. The five [now *six*] towns which lie partly without and partly within the City (*Evanston* [now entirely within], Niles, Maine, Norwood Park, Calumet, *Worth*, and *Ridgeville*) are also excluded from the count.*

This report does not deal with governing bodies in Cook County outside the City of Chicago. The Sanitary District and the County government with which it does deal extend, however, beyond the City limits. It may be of interest to note in passing that the County Clerk of Cook County spreads 366 [now 369] separate taxes. This does not mean that there are 366 separate taxing bodies, because in some cases governing authorities levy special taxes for specific purposes, in addition to their general tax, thus making a larger number of tax levies than of taxing bodies. However, the total number of taxing bodies within the County, including those in Chicago, does exceed 300. In the portion of Cook County outside of

*In order to make the township of Ridgeville co-terminous with the City of Evanston, as heretofore, it is probable that the County Board will change the boundary lines of the township. Ridgeville will then lie entirely outside the limits of the City of Chicago.

Chicago the school districts number 176; the villages, 59; the towns, 29; and the cities, 9.

Nor does the list of governing bodies in Chicago, reaching the formidable number of 19 [now 22], include the proposed forest preserve district, the authorities of which are to acquire and administer outer park areas. Under the provisions of the statute passed by the Legislature at its last session, this proposed forest preserve district, which is to have a separate tax levy, may be a separate governing authority with its own board of appointive officials. If, however, its boundaries are made co-terminous with the boundaries of either the County or the Sanitary District, its functions may be discharged by the County Board or by the Trustees of the Sanitary District. In the latter event, the creation of a new governmental agency may be avoided.*

The General Assembly of Illinois might with propriety be added to the list of local governing agencies, for it is continually interfering in an arbitrary manner in matters of local administration. For example, the Legislature, within recent years, has raised out of all proportion to the duties performed the salaries of certain County officials, notably the Clerks of the courts. The County has no choice but to pay the excessive amounts fixed by statute.

The new public utilities commission, to come into existence on January 1, 1914, while a body of state-wide jurisdiction, will be called upon to deal in an intimate way with problems of local concern heretofore considered peculiarly within the province of local authorities.† In a sense, therefore, the new public utilities commission, though it is not a taxing body, is one more governmental agency added to the large number already existing.

*At the November election, 1914, the proposition of establishing a forest preserve district was submitted to the voters and received their approval. Since the boundaries are co-terminous with the boundaries of the County, the County Board is the governing authority of the district.

†The public utilities commission came into existence on January 1, 1914.

TOO MANY ELECTIVE OFFICIALS.

Many governing bodies mean a large number of elective officials. During the last decade, despite popular agitation for unification of governing bodies and for the short ballot, the number of governmental agencies and of elective officials for the territory comprising Chicago has grown larger rather than smaller. The ballot presented to voters of Chicago at certain elections is larger than that used in any other community in the world, with one or two possible exceptions.

Moreover, elections are of frequent occurrence and the cost of elections is growing rapidly, having more than trebled since 1896. For the year 1912, the cost of elections to Chicago and Cook County was almost \$1,000,000. For the year 1914, the amount doubtless will be in excess of \$1,000,000.

The number of different elective officials (national, state, and local), which Chicago voters are called upon to choose or help choose, reaches the enormous total of 368 [now 383]. This figure includes the President and Vice President, who are not elected directly by the people; it excludes, however, the 29 presidential electors for whom the voters actually cast their ballots in choosing the President and Vice President. It should be noted also that there are two officials, each of whom is voted for twice, once as member and once as presiding officer of his respective board. They are the President of the County Board and the President of the Sanitary District. In the foregoing total, both are counted twice, inasmuch as their names appear twice on the same ballot. Table II, in the Appendix, gives the list of such elective officials, numbering 368 [383].

The charts presented in this report (except the chart opposite page 13) do not show national or state officials, but only officials of local governing bodies. The number of local elective officials shown on the charts is 231.* Since these charts were completed, however, this number has been increased to 236 [now 251] by the election of five commissioners [each] for the recently-organized West Pullman, [*Ravenswood Manor-Gardens, and River*] Park Districts [*and the First Park District of the City of Evanston, recently annexed in part.*] Of the foregoing number, 113 (counting aldermanic positions as two) are voted for by the voters of the entire City. They are not all elected at one time, however.

During a period of nine years, each male elector in Chicago is called upon to choose officials (national, state, and local) for 144 different elective positions. As explained on the preceding page, the President of the County Board and the President of the Sanitary District are each counted as two elective officials. With one exception, all of these positions must be filled more than once during the nine year period, since some officials are elected for two years, some for four years, and some for six years. The Justice of the Supreme Court of the State elected from the Chicago district is chosen every ninth year. The list, showing the 144 officials, is given in table III in the Appendix.

Citizens of Chicago who are residents of any of the ten [now *thirteen*] small park districts also choose five Park Commissioners, not enumerated in the list. Citizens of Chicago living in towns partly within and partly without the City also have the right to vote for supervisor,

*This number includes five County Commissioners who are elected by those voters of the County residing outside the City of Chicago, but who serve the people of the entire County.

clerk, assessor, and collector of their towns, making four more officials whom they may help to elect. Thus, in some portions of the City, during a period of nine years, the number of different elective positions which each male elector is expected to help fill is nine more than 144, or 153.

As these elective officials serve for different terms and are not all chosen at the same elections, the elector is not called upon to vote for all of them at any one time. At some of the elections, however, the ballot is extremely long. At the general fall election of 1912, there were 57 officials to be voted for by the voters of Chicago, not counting presidential electors but counting President and Vice President. The list of such officials is shown in Table IV in the Appendix.

During a period of six years each woman elector in Chicago may vote for 70 different elective officials. This number includes the Justices of the Municipal Court. A list, showing these officials, appears in Table V in the Appendix. As in the case of male electors, any woman voter residing within any of the small park districts or within any of the five [now *six*] townships lying partly within and partly without the City of Chicago may vote for the elective officials of such park district or township.*

*See footnote on page 32.

THE GREATEST NEEDS OF CHICAGO.

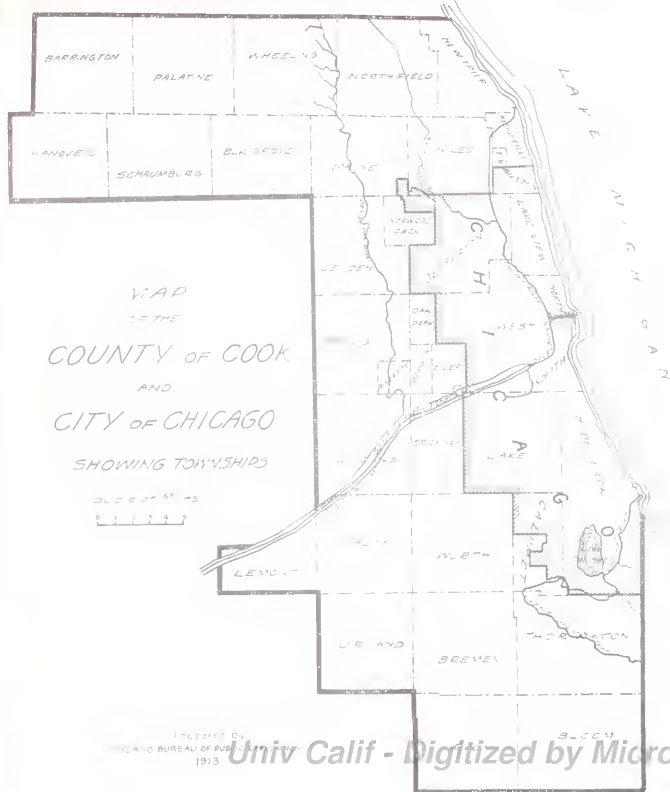
The large number of local governments in Chicago, with their very large number of elective officials, independent of one another, operates to produce not only inefficient public service but an enormous waste of public revenues. The present multiplicity of governing bodies, with lack of centralized control and the long ballot, results in confusing complexity and makes gross inefficiency and waste on a large scale inevitable.

In a report on the Park Governments of Chicago, issued by the Chicago Bureau of Public Efficiency in December, 1911, figures were presented to show that the consolidation of the Park Governments with the City would not only effect a money saving of \$500,000 a year, but would result in increased efficiency in the administration of park affairs. The money saving from the unification of all, or nearly all, of the local governments in Chicago would be many times greater. The increase in efficiency from unification and reduction in the number of elective officials would be enormous.

Chicago's greatest needs are unification of its local governments and a short ballot.

MAP
OF THE
COUNTY OF COOK
AND
CITY OF CHICAGO
SHOWING TOWNSHIPS

SCALE 1" = 10 MILES
0 1 2 3 4



PREPARED BY
U.S. BUREAU OF PUBLIC HEALTH
1913

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COOK COUNTY AND CHICAGO.

Cook County is one of the 102 counties into which the State of Illinois is divided for governmental purposes. It is subdivided and organized into townships, which are represented on the map by dotted lines. There are 37 townships in Cook County. Seven [now *eight*] of these townships are located entirely within the territory comprising the City of Chicago, the boundaries of which are indicated by shaded lines; five [now *six*] are located partly within and partly without such territory. Twenty-five [now *twenty-three*] townships lie wholly without the City of Chicago.*

When the City of Chicago was organized in 1837, it consisted approximately of the southern half of the township of North Chicago, the northern half of the township of South Chicago, and a small eastern portion of the township of West Chicago, or 10.6 square miles. The City limits have since been extended sixteen [*eighteen*] times, until the territory at present embraces 191.3 [now *194.5*] square miles, or nearly one-fifth of the area of Cook County. More than nine-tenths of the people of the County reside within the City of Chicago.

*The map opposite should show the following boundary changes:

That portion of the township of Evanston shown as lying outside the City limits has been annexed to the township of Ridgeville, so that at the present time the township of Evanston lies wholly within the City of Chicago.

A small tract about one-eighth of a square mile, in the southeast part of the township of Ridgeville, has recently been added to the City of Chicago.

By the annexation to Chicago of Morgan Park, which lies in the townships of Calumet and Worth, a small portion of Worth is brought within the City limits. The southern part of Calumet is still outside the City limits.

TOWNSHIPS.

The township is the primary governmental division of the County. In all of the 30 [29] townships which lie wholly or partly outside the City, there are regularly elected township officers, who perform certain well-defined duties. The seven [now *eight*] townships within the City, however, have no officials elected as such. The County Treasurer acts as *ex-officio* town supervisor and *ex-officio* town collector, while the County Clerk acts as *ex-officio* town assessor and *ex-officio* town clerk. These seven [*eight*] city townships exercise no important functions, although Lake View, North Chicago, and West Chicago continue to levy taxes for park purposes. Their existence costs the taxpayers several thousand dollars a year in useless administrative expense in connection with tax collections. It is obvious that township government within the City should be entirely abolished.

1974年 5月 26日

OF THE
CITY OF CHICAGO
SHOWING LINES OF AUTHORITY AND
SALARY RATES FOR ELECTIVE OFFICIALS

THE ORGANIZATION OF THE CITY GOVERNMENT.

The most important of the 19 [22] local governments in Chicago is the City government itself. The functions of the City government, working through its departments, are more varied and extensive than those of any of the other local governments. The chart on comparative expenditures of the various local governing bodies (page 33) shows that the City spends more money each year than do all of the others combined.

The principal elective officials of the City are the Mayor and Aldermen. The Council consists of 70 members, two Aldermen being elected from each ward. The other elective officials are the City Clerk, City Treasurer, the Chief Justice and 30 Associate Justices of the Municipal Court, and the Bailiff and Clerk of that Court.

It is, of course, an absurdity that the Bailiff and the Clerk of the Municipal Court, the City Clerk, and the City Treasurer should be chosen by direct vote of the people.

The functions of the City government proper are exercised through departments, which, as shown by the chart, number 23.* There are more heads of departments in Chicago than there are in the government of the United States. It is apparent that a reduction in the number of departments, through appropriate consolidation, would result in economy and greater efficiency.

The Board of Education, the Library Board, and the Municipal Tuberculosis Sanitarium, although shown on the City government chart, are practically free from con-

*Two new departments, known as the department of public service and the department of public welfare, have been made a part of the City government. The department of transportation has been made a bureau in the department of public service.

trol by the City government. To all intents and purposes, they are independent governing agencies and are counted as such in the list of local governments given in this report. The members of these bodies, however, are appointed by the Mayor, subject to confirmation by the City Council. Moreover, these bodies are dependent upon the City Council for the levying of taxes requested by them. Besides this, some of their acts, such as the purchase or sale of real estate, to be valid, must be ratified by the Council. Because of this dependency, these boards are shown on the City government chart. The action of the City Council in the foregoing matters is largely perfunctory.

The functions of the Board of Education and Library Board are too well known to require explanation. The purpose of the Tuberculosis Sanitarium is to provide a municipal sanitarium for the free treatment and care of persons suffering from tuberculosis.

The Board of Election Commissioners, appearing in the upper right hand corner of the City chart, is a governmental anomaly. Its members are appointed by the County Judge and are officers of the County Court. They are also corporate authorities of the City of Chicago. Within the limits of the authority conferred upon them by the election laws, they may incur debts for the payment of which either the City or the County must make provision. The salaries of the three Election Commissioners, the chief clerk, and assistant chief clerk of the Board are paid by the County; the salaries of all other employes are paid by the City. The City is required to provide quarters for the Board. The expenses of all city elections are borne by the City; the expenses of all general county and state elections are borne by the County.

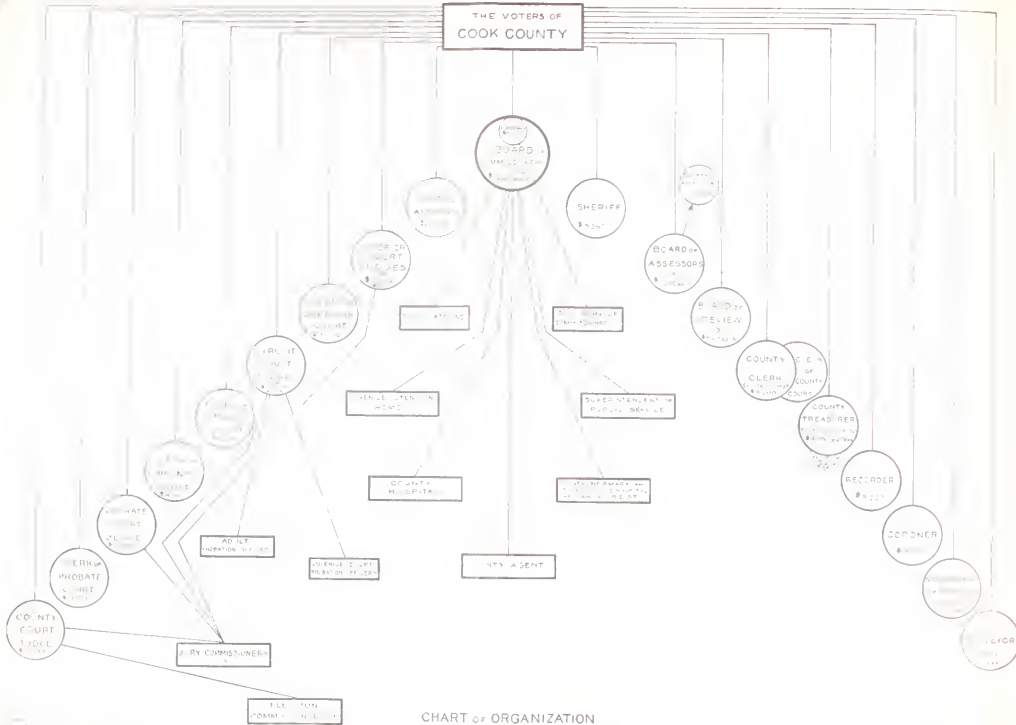


CHART OF ORGANIZATION

OF THE GOVERNMENT

OF COOK COUNTY, ILLINOIS

SHOWING LINES OF AUTHORITY AND
SALARY RATES FOR ELECTIVE OFFICIALS

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THE ORGANIZATION OF THE COUNTY GOVERNMENT.

There are 69 elective officials in the government of Cook County.* Each one is practically independent of all the others and is responsible for his conduct in office only to himself and to the people who elect him. There is nowhere in the County government any central co-ordinating official or body. Contrary to popular notion, the Board of Commissioners, or County Board, as it is generally called, does not have central responsibility or control. The direct control and authority of this Board extends only to those officials and institutions indicated by the lines on the chart.†

The Constitution of 1870 provides for a County Board of fifteen members, ten of whom shall be elected from the City of Chicago and five from that portion of the County lying outside the City. One of the most important duties of the Board is to provide for the care of the County's sick and indigent wards. In addition, it appropriates for the salaries and expenses of all of the officials and offices of the County government, with the following exceptions: One-half of the salaries of the Judges of the Circuit and Superior Courts is paid by the State; four hundred dollars of the salary of the State's Attorney is paid by the State; the commissions of the County Treasurer as *ex-officio* town collector are retained by him out of the taxes which he collects for the seven [now *eight*] city towns‡; the salary of the County Superintendent of Schools is paid by the State; the County Surveyor is paid in fees

*Counting the President of the County Board in his dual capacity as President and Commissioner, the number is 70.

†Two new departments, known as the department of public welfare and the department of highways, have been added to the County government. The duties of the County Attorney have been assumed by the State's Attorney.

‡See footnote on page 21.

by those employing his services; one-half of the expense of maintaining the Juvenile Detention Home is paid by the City; as already explained, a large portion of the expense of the Election Commissioners is borne by the City.

While the County Board appropriates for the salaries of the employes in what are commonly called the "County fee offices," namely, in the offices of the Sheriff, the County Treasurer, the Recorder, the Coroner, and each of the five Court Clerks, the Constitution of 1870 requires the Judges of the Circuit Court to fix the number of such employes for whom appropriations shall be made. Thus, the responsibility for the salary expenditures of these offices is divided between the Judges and the County Board. If lines indicating the budgetary control of the County Board and the authority of the Judges of the Circuit Court in connection with the nine offices mentioned were shown, the chart would appear much more complicated than it does now.

The County Board also provides for the maintenance of the County building, the Criminal Court building, and the County Jail, and for the feeding of the prisoners in the latter.

The President of the County Board appoints the Civil Service Commissioners without the approval of the other members of the Board. With the concurrence of the Board, he also appoints the warden of the County Hospital, the superintendent of the institutions at Oak Forest, the Superintendent of Public Service, the County Agent, the County Physician, the County Attorney,* the

*At the present time there is no County Attorney, his duties having been taken over by the State's Attorney.

County Architect, and the committee clerk of the County Board. Other appointments in those branches of the County service under the direct control of the County Board are made by the President under Civil Service regulations.

In all County offices, except those under the direct control of the County Board, employes are appointed by the elective heads of the respective offices. The Civil Service Commission has no jurisdiction in these cases. In 1911 the Legislature passed a comprehensive County Civil Service law to cover employes in all County offices. The Supreme Court of the State later declared this act invalid on technical grounds.

The County Treasurer, the custodian of the funds of the County and its disbursing officer, is also *ex-officio* county collector and *ex-officio* town collector and supervisor of each of the seven [*eight*] towns lying wholly within the City of Chicago. As County Treasurer, he receives a salary of \$4,000 a year. As town collector, he retains \$1,500 in commissions from the taxes collected by him within each of the seven [*eight*] Chicago towns—a total of \$10,500 a year. He also retains two per cent on all inheritance taxes collected by him for the State. In recent years, these fees alone have exceeded \$20,000 a year.*

*Since the issuance of the first edition of this report, the Supreme Court of Illinois has ruled that the section of the inheritance tax law under which the County Treasurer retained inheritance tax fees is unconstitutional. In accordance with this ruling, W. L. O'Connell, former County Treasurer, has turned into the State treasury \$105,807.23 as the amount of inheritance tax fees retained by him during the four years of his term of office, which ended in December, 1914.

Inasmuch as there are now eight towns lying wholly within Chicago, and inasmuch as the compensation of town collectors in Cook County has been raised by the Legislature from \$1,500 to \$3,000 a year, the compensation of the County Treasurer in his capacity as *ex-officio* town collector would naturally be figured at \$24,000 a year, instead of \$10,500 a year as formerly. However, as the Bureau pointed out in its report on the office of County Treasurer, that official would seem to have no right to retain commissions for his services as town collector. A taxpayers' suit is now pending for the purpose of determining this point. If the courts shall decide, as seems likely, that the County Treasurer of Cook County,

The County Clerk is *ex-officio* County Comptroller and Clerk of the County Board. He is also Clerk of the County Court.

The township assessors, although elected to office by their respective townships, are deputies of the Board of Assessors and are thus shown as subject to its control. Their salaries are provided for by the County Board. The assessor of the township of Ridgeville is appointed by the Board of Assessors. There are in all 29 [now 28] elected township assessors.*

The Juvenile Court is not shown on the chart. It is a branch of the Circuit Court and is presided over by one of the Circuit Court Judges.

There are no judges of the Criminal Court elected as such. The Judges of the Circuit and Superior Courts are *ex-officio* judges of the Criminal Court.

The Jury Commissioners are appointed by the Judges of the various courts. It is their function to prepare lists of persons eligible for jury service.

The Appellate Court for the first district of Illinois, which embraces Cook County, is not shown on the chart. It is a State Court, and at the present time is presided over by twelve justices assigned by the Supreme Court of the State, nine of whom have been assigned from the Circuit and Superior Courts of Cook County and three of whom have been assigned from other Circuit Courts of the State.

as *ex-officio* town collector, is not entitled to any compensation in addition to his salary as Treasurer, then the compensation of the office will be reduced to \$4,000 a year. This amount is manifestly too low for the responsibilities imposed, although it is equally obvious that the compensation actually retained by former County Treasurers has been excessive. With a view of providing equitable compensation, a bill has been introduced at the present session of the Legislature increasing the Treasurer's salary to \$9,960—the Constitution providing that the salary shall not be as much as \$10,000 a year.

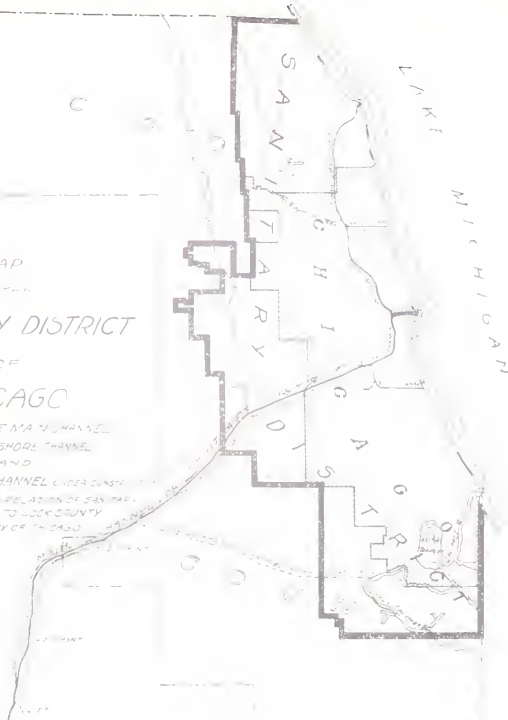
*Since the town of Evanston is now wholly within the City of Chicago, the number of elected township assessors in the County has been reduced from 29 to 28.



MAP
OF THE
SANITARY DISTRICT
OF
CHICAGO

SHOWING THE MAIN CHANNEL
NORTH SHORE CHANNEL
AND
MET-SAG CHANNEL UNDER CONSTRUCTION
ALSO SHOWING RELATION OF SANITARY
DISTRICT TO LAKE COUNTY
AND CITY OF CHICAGO

Scale 1" = 10 Miles
1 1 1 1 1



THE SANITARY DISTRICT OF CHICAGO.

The Sanitary District of Chicago, in its original area, covered 185 square miles. The area is now approximately 386 square miles, or more than one-third of the area of Cook County. The territory of the District includes the City of Chicago and 195 [192] square miles in addition. The population of the District is about 97 per cent of that of the County.

The Sanitary District was organized in 1890 to provide for the disposal of the sewage of the City of Chicago and thereby to prevent the contamination of Lake Michigan, from which the City draws its water supply. The main channel, which reversed the flow of the Chicago River, has cost approximately \$24,000,000. The Chicago River, between Lake Michigan and the beginning of the main channel at Robey Street, has been improved at a cost of more than \$10,000,000. The north shore channel, which provides a direct outlet for the sewage of the City of Evanston and the Village of Wilmette, cost \$3,250,000. The Calumet-Sag Channel, now under construction, will prevent the contamination of the waters of Lake Michigan by the sewage of the southern portion of the City by draining the Calumet region, and will cost, it is estimated, \$6,700,000.

In addition to providing for sewage disposal, the District has developed a large water power at Lockport and is generating electric current which is furnished to the City of Chicago, the County, the Park governments, and other municipal corporations at a price considerably less than formerly obtainable from other sources. A portion of this power is also sold to private consumers.

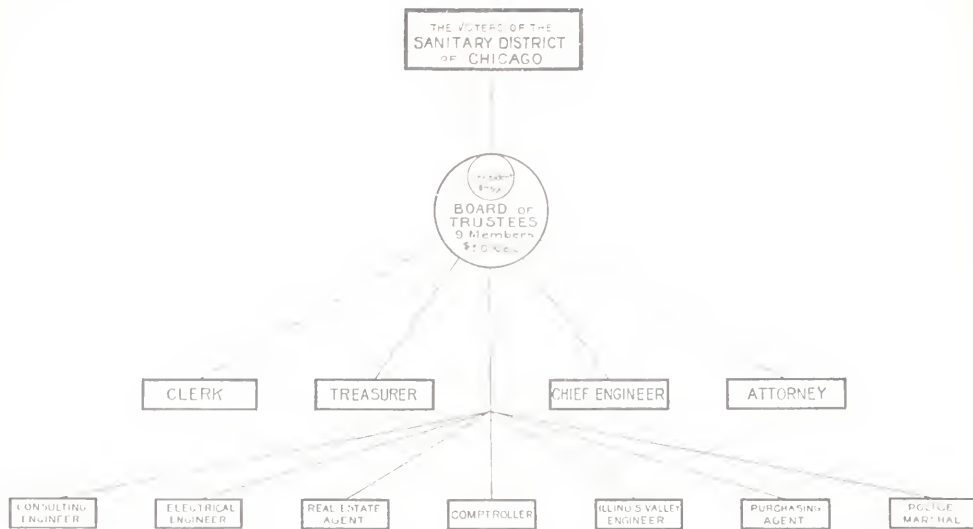


CHART OF ORGANIZATION
OF THE
SANITARY DISTRICT OF CHICAGO
SHOWING LINES OF AUTHORITY AND
SALARY RATES FOR ELECTIVE OFFICIALS

U. S. GOVERNMENT
PRINTING OFFICE
1913

THE GOVERNMENT OF THE SANITARY DISTRICT.

The Sanitary District of Chicago is a separate municipal corporation which levies its own taxes, and which has a complete and elaborate organization for carrying on its work.

The business of the District is controlled by a Board of nine Trustees, who are elected at large from the territory comprising the District. The President of the Board is one of the nine Trustees and is elected both as Trustee and as President.

The heads of the nine departments are elected by the Board to hold office during the pleasure of the Board. All of the officials represented on the chart, except the consulting engineer and the comptroller, are heads of departments. The four upper rectangles represent positions that are authorized by State law; the six lower rectangles represent positions that have been created by the Board.

The employes of the District are not under Civil Service. Subject to the approval of the Board, the President appoints all employes and fixes their compensation. He has independent power of removal.

The nature of the work of the various departments is indicated by the titles of the respective heads.

• PARK DISTRICTS AND PARKS WITH THE CITY OF CHICAGO

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THE PARK DISTRICTS IN CHICAGO.

The Chicago park situation is unparalleled in any city of this country. There are 13 [now 16] park districts within the City of Chicago—three large and 10 [now 13] small districts.* Only a portion, however, of Calumet Park District is located within the City limits. There are still parts of the City which are not within any park district and the property owners in which pay no park tax.

The three large park districts were organized through special acts of the Legislature passed in 1869. The 10 [13] small park districts have come into existence largely because the communities where they are found were not within any of the other park districts and had no park facilities. They have been organized under a general act of the Legislature passed in 1895, which provides that any territory, no portion of which is included in any existing park district, may be organized into a park district. The question of organizing such a small park district must be approved by the voters within the territory to be affected and must be submitted to a vote upon the

*After the park map and chart had been prepared for this report, three park governments were created by action of the voters within their respective districts. The new districts, in the order of their formation, are the West Pullman Park District, the Ravenswood Manor-Gardens Park District, and the River Park District.

By the annexation of a small tract of the City of Evanston to Chicago, a portion of the First Park District of the City of Evanston has been brought within the limits of the City of Chicago.

The West Pullman Park District comprises approximately the southern portion of the township of Calumet covered on the map by the word "Calumet," extending, however, beyond the City limits.

The Ravenswood Manor-Gardens Park District, which is a half mile square, lies on both sides of the North Branch of the Chicago River at the northeast corner of Irving Park District.

The River Park District comprises all the remaining territory in the township of Jefferson east of 40th Avenue.

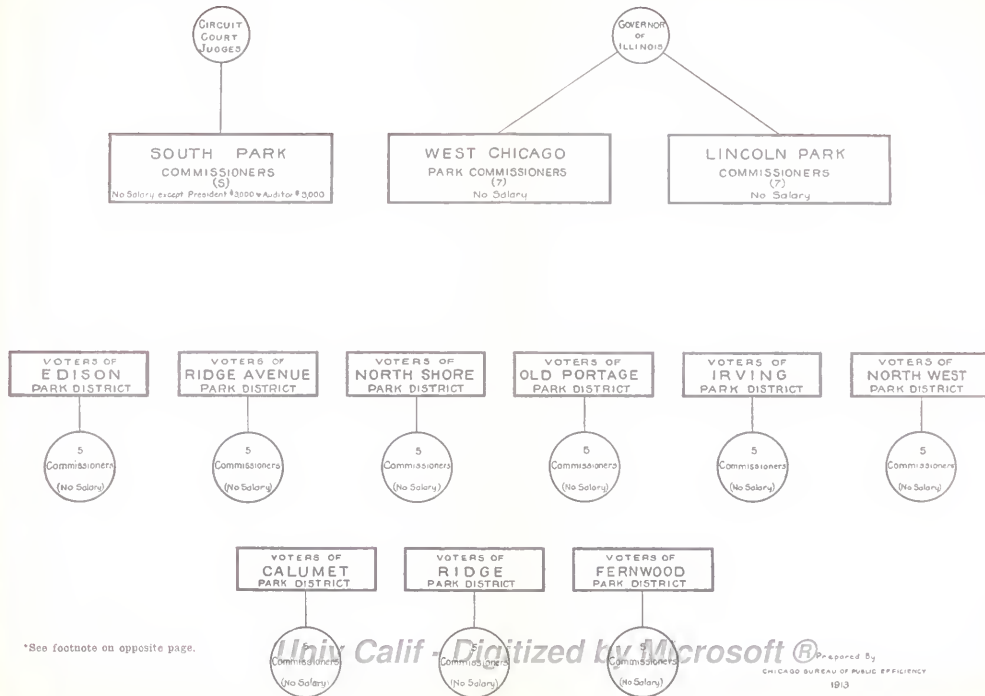
By the annexation of Morgan Park to Chicago, Calumet Park District was brought entirely within the City limits.

petition of one hundred voters residing within the proposed district.

A striking feature of the map is the proximity of the small parks under the control of the City of Chicago and the small parks under the control of the several Park Boards. The City government, acting through its Special Park Commission, maintains a large number of small park areas and playgrounds, nearly all of which are located within the territory under the jurisdiction of the Park Boards. Thus, in many cases, there are two sets of governmental agencies performing the same kind of service within very narrow territorial limits. The waste is apparent.

It will be noted that the very valuable property situated in the down town business section of the City lies entirely within the South Park District. All of the park taxes levied against this property are subject to the control of the South Park Commissioners. The greatest density of population and hence the greatest need for park facilities are found within the territory of the West Park District, where property values are much lower. The inevitable result of this situation is an inequitable division of park facilities.

CHART OF ORGANIZATION
OF THE
*TWELVE PARK GOVERNMENTS
WITHIN THE
CITY OF CHICAGO
SHOWING LINES OF AUTHORITY



*See footnote on opposite page.

THE PARK GOVERNMENTS IN CHICAGO.

Each of the 13 [now 16] Park Boards is independent of the others, and, within the scope of the authority vested in it by the Legislature, is a government unto itself. Each has complete and exclusive control of the park facilities under its jurisdiction. Each has its own organization, more or less elaborate, for carrying on its work and administering its affairs. Including the 15 members of the Special Park Commission, shown on the City government chart, Chicago has 84 [now 99] park commissioners.*

The money for the support of each of the 13 [16] districts is raised principally by taxation. The South Park District and each of the 10 [now 13] small districts are municipal corporations and levy all of their taxes directly. The West Chicago Park District is also a municipal corporation and levies directly part of the taxes which it expends; the remainder of its tax levy is raised by the town of West Chicago. The Lincoln Park Board is not a municipal corporation and has no power to levy taxes. It derives its principal support from taxes levied by the towns of North Chicago and Lake View. There is a wide variance in the amounts which the several Park Boards are able to raise from taxation, and this variance is not at all in proportion either to the park acreage or the population within their respective jurisdictions.

*Since the chart opposite was prepared, four park districts have been added to the number of park governments in Chicago, making 16 in all. Their names with dates of formation are as follows:

West Pullman Park District.....	November 22, 1913
Ravenswood Manor-Gardens Park District.....	September 23, 1914
River Park District.....	October 27, 1914
First Park District of the City of Evanston.....	
.....(Portion Annexed to City of Chicago in February, 1915)	
Each park district has five elective commissioners.	

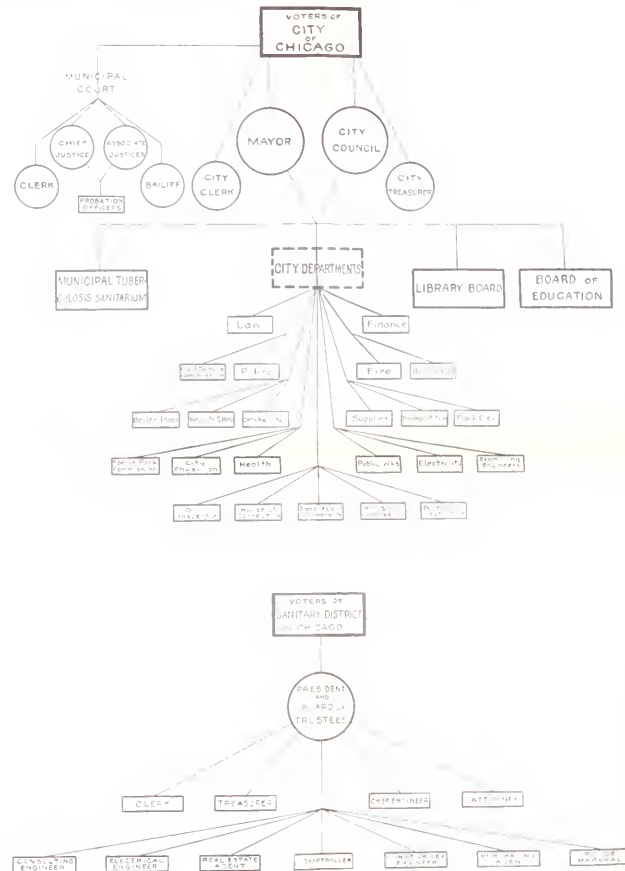
As indicated on the chart, the several Park Boards derive their authority from three different sources, namely, the Judges of the Circuit Court of Cook County, the Governor of the State, and the voters of the respective small park districts.

There should be a unification of the operation and management of Chicago's park facilities. Lack of unity in such operation and management not only results in inefficient service to the public, but increases the cost of maintaining the parks. As stated on page 13, the Bureau has estimated that, if the Park governments were consolidated with the City government, an annual saving in operating costs amounting to half a million dollars could be made.

The Legislature at its last session passed a bill providing for the consolidation of the Park governments. The Governor vetoed the bill.

OF THE

NO CENTRAL RESPONSIBILITY



Prepared By
CHICAGO BUREAU OF PUBLIC EFFICIENCY
1913

THE NINETEEN LOCAL GOVERNMENTS IN CHICAGO.*

[NOW TWENTY-TWO.]

This chart presents in graphic form the striking fact that Chicago has 19 [now 22] active local governments. They are:

The City of Chicago

The Board of Education

The Library Board

The Tuberculosis Sanitarium

The County

The Sanitary District of Chicago

The South Park Commissioners

The West Chicago Park Commissioners

The Lincoln Park Commissioners

Ten [now *thirteen*] Small Park Governments.

The circles on the chart show in striking form also that the voters of Chicago are called upon to elect a very large number of local public officials. The total number is 236 [now 251].† Of this number, there are 106 City officials; 70 County officials; 10 Sanitary District officials; and 50 [now 65] officials in the 10 [13] small park governments. These figures do not include 20 township of-

*Three park governments came into existence and a part of one park district was annexed after the chart shown opposite this page had been prepared.

†This number includes the Commissioners of the West Pullman, the Ravenswood Manor-Gardens, the River Park Districts, and the First Park District of the City of Evanston, not shown on the chart.

ficials who serve in the five towns partly within the City of Chicago.*

Multiplicity of elective officials means, in general, a mediocre class of public servants who are not responsive to the public will.

Multiplicity of local governments means duplication of governmental machinery, antiquated administrative methods, inefficient service, and enormous waste.

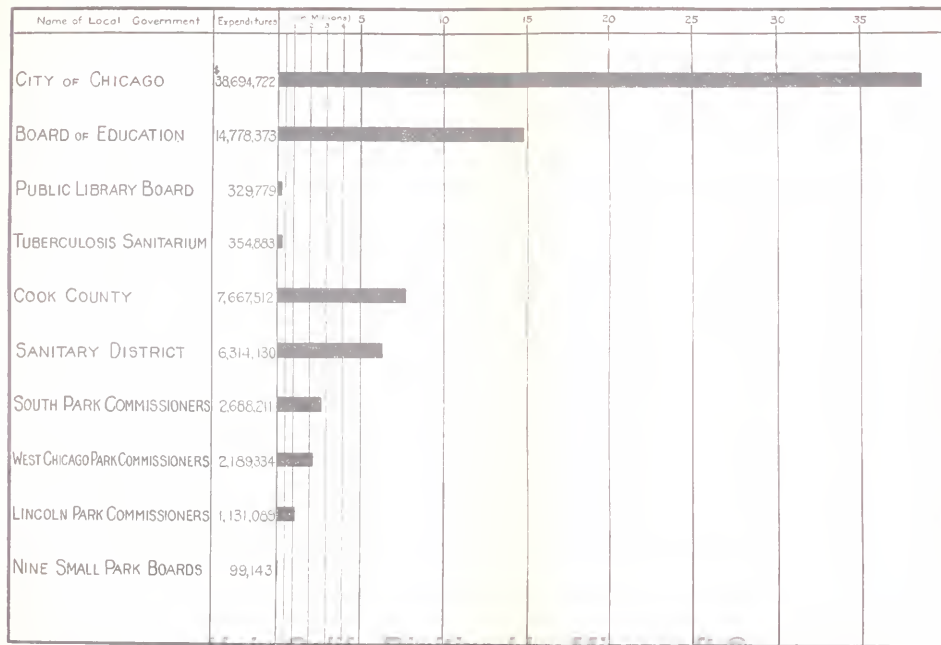
Chicago needs unification of its local governments and a short ballot.

*The township of Ridgeville, heretofore co-terminous with the City of Evanston, has not elected township officers with the exception of a supervisor. Under present conditions, since a part of Ridgeville lies in Chicago and a part in Evanston, it will be necessary according to law to elect the other township officers. No election has been held up to this time. It is probable that the County Board will change the township boundary lines so as to make the township of Ridgeville co-terminous with the City of Evanston, thus restoring former conditions and obviating the necessity of electing township officials.

EXPENDITURES OF THE
EIGHTEEN LOCAL GOVERNMENTS IN CHICAGO
FOR THE YEAR 1912

TOTAL \$74,247,176

Prepared By
CHICAGO BUREAU OF PUBLIC EFFICIENCY
1913



Univ Calif - Digitized by Microsoft ©

THE TOTAL BONDED DEBT OF THE EIGHTEEN LOCAL GOVERNMENTS IN CHICAGO AT CLOSE OF 1912 WAS \$69,252,496

THE COST OF THE LOCAL GOVERNMENTS.

The chart opposite shows that the expenditures of the 18 local governments which were in existence in Chicago in 1912 amounted to more than \$74,000,000 during that year. Their total bonded indebtedness at the close of the year 1912 was \$69,252,496. The figures in further detail are given in Table I in the Appendix.

APPENDIX.

Table I.

**EXPENDITURES OF THE
EIGHTEEN LOCAL GOVERNMENTS IN CHICAGO
FOR THE YEAR 1912.**

	TOTAL EXPENDITURES (Maintenance, Operation and Improvements)	BONDS AND INTEREST (Included in Total, Col. 1)	BONDED INDEBTEDNESS AT CLOSE OF FISCAL YEAR
City of Chicago.....	\$38,694,722.44	\$4,260,685.67	\$29,782,400.00
Board of Education.....	14,778,372.90	.....	.....
Public Library Board.....	329,778.80	.....	.....
Municipal Tuberculosis Sanitarium.....	354,883.43	.....	.....
Cook County.....	7,667,511.79(a)	1,180,131.29	9,710,000.00
Sanitary District.....	6,314,130.32	3,486,485.00	17,599,000.00
South Park Commissioners..	2,688,211.02(b)	630,310.00	5,190,000.00
West Chicago Park Commissioners.....	2,189,334.00	159,100.00	4,288,000.00
Lincoln Park Commissioners.	1,131,088.84	92,000.00	2,422,000.00
Calumet Park Commissioners	14,115.75(c)	1,750.00	35,000.00
Edison Park Commissioners.	Organized	January, 1913.	
Fernwood Park Commissioners.....	4,943.74(d)	1,390.00	20,596.00
Irving Park Commissioners..	29,740.74(e)	5,625.00	125,000.00
North Shore Park Commissioners.....	13,197.32(e)	4,074.99	48,000.00
Northwest Park Commissioners.....	987.30 (f)	.....	.....
Old Portage Park Commissioners.....	Organized	July, 1912.	
Ridge Park Commissioners..	34,718.96(g)	1,625.00	32,500.00
Ridge Avenue Park Commissioners.....	1,439.28(g)	.....	.....
Total.....	\$74,247,176.63	\$9,823,176.95	\$69,252,496.00

(a) Fiscal year ended December 2, 1912.

(b) Fiscal year ended February 28, 1913.

(c) Fiscal year ended June 30, 1913.

(d) Fiscal year ended April 30, 1912.

(e) Fiscal year ended May 31, 1913.

(f) Fiscal year ended June 30, 1913.

(g) Fiscal year ended May 31, 1912.

Table II.

PUBLIC OFFICIALS VOTED FOR IN CHICAGO.

NATIONAL.

President and Vice President (chosen indirectly through presidential electors).....	2	
United States Senators.....	2	
Representatives in Congress, 2 at large, 1 in each of 10 districts....	12	16

STATE.

Governor.....	1	
Lieutenant-Governor.....	1	
Secretary of State.....	1	
Auditor of Public Accounts.....	1	
State Treasurer.....	1	
Superintendent of Public Instruction.....	1	
Attorney General.....	1	
Trustees of University of Illinois.....	9	
Justice of Supreme Court.....	1	
Clerk of Supreme Court.....	1	
Clerk of Appellate Court.....	1	
Members of State Board of Equalization, 1 in each of 10 districts....	10	
State Senators, 1 in each of 18 districts.....	18	
Representatives in General Assembly, 3 in each of 18 districts....	54	101

COUNTY.

President of County Board.....	1	
County Commissioners.....	10	
State's Attorney.....	1	
Sheriff.....	1	
County Treasurer.....	1	
County Clerk and Clerk of County Court.....	1	
County Recorder.....	1	
Coroner.....	1	
County Superintendent of Schools.....	1	
County Surveyor.....	1	
Members of Board of Assessors.....	5	
Members of Board of Review.....	3	
Judges of Superior Court.....	18	
Judges of Circuit Court.....	14	
Judge of County Court.....	1	
Judge of Probate Court.....	1	
Clerk of Superior Court.....	1	
Clerk of Circuit Court.....	1	
Clerk of Criminal Court.....	1	
Clerk of Probate Court.....	1	65

SANITARY DISTRICT.

Trustees of Sanitary District of Chicago.....	9	
One Trustee to be designated by Voters as President.....	1	10

CITY.

Mayor.....	1	
Aldermen, 2 in each of 35 wards.....	70	
City Clerk.....	1	
City Treasurer.....	1	
Chief Justice of Municipal Court.....	1	
Judges of Municipal Court.....	30	
Clerk of Municipal Court.....	1	
Bailiff of Municipal Court.....	1	106

PARK DISTRICTS.

Park Commissioners, 5 in each of 10 [now 13] small park districts..	50	[65]
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TOWNS PARTLY WITHIN THE CITY.

Supervisor, 1 in each of 5 towns.....	5	
Town Clerk, 1 in each of 5 towns.....	5	
Assessor, 1 in each of 5 towns.....	5	
Collector, 1 in each of 5 towns.....	5	20

TOTAL..... 368 [383]

Table III.

**PUBLIC OFFICIALS FOR WHOM EACH MALE ELECTOR
IN CHICAGO MAY VOTE.**

NATIONAL.		
President and Vice President (through presidential electors)	2	
United States Senators	2	
Representatives in Congress, 2 at large, 1 in district.	3	7
STATE.		
Governor	1	
Lieutenant-Governor	1	
Secretary of State	1	
Auditor of Public Accounts	1	
State Treasurer	1	
Superintendent of Public Instruction	1	
Attorney General	1	
Trustees of University of Illinois	9	
Justice of Supreme Court	1	
Clerk of Supreme Court	1	
Clerk of Appellate Court	1	
Member of State Board of Equalization	1	
State Senator	1	
Representatives in General Assembly	3	24
COUNTY.		
President of County Board	1	
County Commissioners	10	
State's Attorney	1	
Sheriff	1	
County Treasurer	1	
County Clerk and Clerk of County Court	1	
County Recorder	1	
Coroner	1	
County Superintendent of Schools	1	
County Surveyor	1	
Members of Board of Assessors	5	
Members of Board of Review	3	
Judges of Superior Court	18	
Judges of Circuit Court	14	
Judge of Probate Court	1	
Judge of County Court	1	
Clerk of Superior Court	1	
Clerk of Circuit Court	1	
Clerk of Criminal Court	1	
Clerk of Probate Court	1	65
SANITARY DISTRICT.		
Trustees of Sanitary District of Chicago	9	
One Trustee to be designated by Voter as President	1	10
CITY.		
Mayor	1	
Aldermen	2	
City Clerk	1	
City Treasurer	1	
Chief Justice of Municipal Court	1	
Judges of Municipal Court	30	
Clerk of Municipal Court	1	
Bailiff of Municipal Court	1	38
TOTAL		144

Table IV.

**PUBLIC OFFICIALS FOR WHOM EACH MALE ELECTOR IN CHICAGO
MIGHT HAVE VOTED AT THE ELECTION OF NOVEMBER, 1912.**

NATIONAL.

President and Vice President (through presidential electors).....	2	
Representatives in Congress, 2 at large, 1 in district.....	3	5

STATE.

Governor.....	1	
Lieutenant-Governor.....	1	
Secretary of State.....	1	
Auditor of Public Accounts.....	1	
State Treasurer.....	1	
Attorney General.....	1	
Trustees of University of Illinois.....	3	
Member of State Board of Equalization.....	1	
State Senator (in three districts only).....	1	
Representatives in General Assembly.....	3	14

COUNTY.

President of County Board.....	1	
County Commissioners.....	10	
State's Attorney.....	1	
County Recorder.....	1	
Coroner.....	1	
County Surveyor.....	1	
Members of Board of Assessors.....	2	
Member of Board of Review.....	1	
Clerk of Superior Court.....	1	
Clerk of Circuit Court.....	1	20

SANITARY DISTRICT.

Trustees of Sanitary District.....	3	3
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CITY.

Chief Justice of Municipal Court.....	1	
Judges of Municipal Court.....	12	
Bailiff of Municipal Court.....	1	
Clerk of Municipal Court.....	1	15

TOTAL.....		57
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Table V.

**PUBLIC OFFICIALS FOR WHOM EACH WOMAN ELECTOR
IN CHICAGO MAY VOTE.**

NATIONAL.

President and Vice President (through presidential electors).....	2	
	2	

STATE.

Trustees of University of Illinois.....	9	
Member of State Board of Equalization.....	1	
Clerk of Appellate Court.....	1	
	11	

COUNTY.

County Surveyor.....	1	
Members of Board of Assessors.....	5	
Members of Board of Review.....	3	
	9	

SANITARY DISTRICT.

Trustees of Sanitary District of Chicago.....	9	
One Trustee to be designated by Voter as President.....	1	
	10	

CITY.

Mayor.....	1	
Aldermen.....	2	
City Clerk.....	1	
City Treasurer.....	1	
Chief Justice of Municipal Court.....	1	
Judges of Municipal Court.....	30	
Clerk of Municipal Court.....	1	
Bailiff of Municipal Court.....	1	
	38	

TOTAL.....		70*
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* Women voters residing within any of the ten [now *thirteen*] small park districts or within any of the five [now *six*] townships lying partly within and partly without the City of Chicago may also vote for the elective officials of such park district or township.



CHICAGO BUREAU OF PUBLIC EFFICIENCY

Purposes as Stated in the Plan of Organization

(1) To scrutinize the systems of accounting in the eight local governments of Chicago.

(2) To examine the methods of purchasing materials and supplies and letting and executing construction contracts in these bodies.

(3) To examine the payrolls of these local governing bodies with a view of determining the efficiency of such expenditures.

(4) To make constructive suggestions for improvements in the directions indicated under 1, 2 and 3, and to co-operate with public officials in the installation of these improved methods.

(5) To furnish the public with exact information regarding public revenues and expenditures, and thereby promote efficiency and economy in the public service.